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ABSTRACT

PAPERS AT THIS UNIVERSITY EXTENSION CONFERENCE DISCUSSED PROBLEMS IN ADMINISTERING AND FUNDING TITLE 1, HIGHER EDUCATION ACT OF 1965; PROSPECTS FOR BUILDING INSTITUTIONAL CAPACITY FOR COMMUNITY SERVICE; A PLAN FOR THE APPLICATION OF TITLE 1; OBJECTIVES FOR UNIVERSITIES AND TITLE 1 AGENCIES; AND A MULTIPHASED DESIGN FOR APPLIED RESEARCH AND COMMUNITY PROBLEM SOLVING. TEN RECOMMENDATIONS WERE MADE. SUGGESTIONS WERE ALSO OFFERED AS TO ISSUES, QUESTIONS, AND ALTERNATIVES FOR CONSIDERATION AT REGIONAL WORKSHOP MEETINGS OF TITLE 1 STATE ADMINISTRATORS. (LIST OF CONFERENCE PARTICIPANTS HAS BEEN DROPPED). (LY)

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FUTURE THRUST of TITLE I

COMMUNITY SERVICE AND CONTINUING EDUCATION PROGRAM

Division Of General Extension
University Of Arkansas

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CONFERENCE PROCEEDINGS
SOUTHEASTERN REGIONAL COMMUNITY SERVICE CONFERENCE
TAMPA, FLORIDA
MARCH 12-14, 1969

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March
1969

SOUTHEASTERN REGIONAL COMMUNITY SERVICE CONFERENCE
TAMPA, FLORIDA
MARCH 12-14, 1969

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INTRODUCTION

Information contained in this pamphlet is the result of a meeting of Community Service and Continuing Education Program coordinators conducted at Tampa, Florida, on March 12-14, 1969. It is hoped that it will be of use to every individual having a responsibility for the administration, conduct, and evaluation of programs carried out under the provisions of Title I, Higher Education Act of 1965. (Public Law 89-329)

The idea for a regional meeting of this type came from the personnel of the Office of the Director, Community Service and Continuing Education Programs, U. S. Office of Education. The conference agenda, page 2, was the result of a meeting of individuals selected by the Conference Chairman listed on page 50. Questions to be discussed were selected from a list prepared by the U. S. Office of Education. The final selections of topics were made from those chosen by state coordinators as being the most important. A review of the questions should indicate the impossibility of discussing all the questions asked in a meeting of short duration.

In a program with such a wide range of target areas, it is quite obvious that every state will have different answers for each question. This, as has been stated many times, is one of the strengths of the Community Service and Continuing Education Program. The views outlined in the various papers presented at the conference represent individual and collective ideas of several states and many individuals with responsibilities for the program. No one approach or method is being pushed to the exclusion of others. No consensus has been obtained for any aspect, direction, method, or approach to the solution of community problems under the mandates stated or implied in the legislation. However, it should be very clear that a filtering process is going on and that the "Future Thrust of Title I" may well depend not on the tangible results of any one meeting, but on the intangible collective ideas and thoughts that have been gathered at many conferences and meetings of this type.

The recommendations presented as a result of the Special Issues Workshops also do not represent a consensus of the conference participants. They are presented as food for thought for the personnel in the U. S. Office of Education and the state coordinators of the program. The future of the Community Service and Continuing Education Programs may well depend on how well we digest and then place into action the best ideas as they pertain to the problems of each individual state.

If the conference has been successful and constructive in any manner then thanks should go to the participants, the hosts, the State University System of Florida and the University of South Florida, and to the conference program planning committee.

SOUTHEASTERN REGIONAL COMMUNITY SERVICE CONFERENCE
TAMPA, FLORIDA
MARCH 12-14, 1969

CONFERENCE AGENDA

March 12

5:00 to 6:00 p.m.	Registration Causeway Inn, Tampa, Florida
6:00 to 7:00 p.m.	Dinner, Individual Choice
7:00 to 9:00 p.m.	Vestibule Session U.S.O.E. Personnel Title I Fiscal Officers State Coordinators

March 13

8:00 to 9:00 a.m.	Registration
9:00 to 10:15 a.m.	Welcome by Florida Host Dr. Allen Tucker Vice-Chancellor of Academic Affairs State University System of Florida
10:15 to 10:45 a.m.	Coffee Break
10:45 to 12:00 a.m.	Paper No. 1 Dr. Glenn A. Goerke, Director of Continuing Education State University System of Florida "Future Thrust of Title I" Reactor Group Panel Pedro Sanchez, U.S.O.E. Nolen E. Bradley, Tennessee C. B. Lord, Georgia
12:00 to 1:45 p.m.	Lunch (Group Luncheon)
1:45 to 3:15 p.m.	Paper No. 2 Dr. Charlyce King University of Oklahoma "A Plan for Building Institutional Capacity for Community Service" Reactor Group Panel Stanley Drazek, Maryland Wilbur Hurt, Texas Allan Rodeheffer, North Carolina
3:15 to 3:45 p.m.	Break

3:45 to 5:00 p.m.	Paper No. 3 James Y. McDonald University of Kentucky "Role and Goals of the State Agency" Reactor Group Panel Robert Masden, Virginia John T. Powers, South Carolina Hugh L. Mills, Arkansas
5:30 to 6:30 p.m.	Social Hour
7:00 to 8:00 p.m.	Banquet Meeting Speaker: Dr. Palmer C. Pilcher Academic Vice-President University of Arkansas "University and College Involvement and Commitment to Community Service"

March 14

9:00 to 10:15 a.m.	Paper No. 4 Dr. Ernest J. Nesius University of West Virginia "An Applied Research Partner for Title I" Reactor Group Panel Ann Brown, Maryland Donald House, New Mexico Allen Mickelson, Virginia
10:15 to 10:45 a.m.	Coffee Break
10:45 to 12:00 a.m.	Special Issues Workshop
12:00 to 1:30 p.m.	Lunch (Individual Preference)
1:30 to 2:45 p.m.	Special Issues Workshop Reports
2:45 to 3:00 p.m.	Conference Summary
3:00 to 4:00 p.m.	Regional Program Officer Meetings William Neufeld, Region III Cecil Yarbrough, Region II George Blassingame, Region VII
4:00 p.m.	Adjourn

WELCOMING SPEECH

presented by 1/
Allan Tucker

Southeastern Regional Community Service Conference
Tampa, Florida
March 12-14, 1969

Mr. Chairman, Colleagues, and Guests:

On behalf of the Florida Board of Regents and the State University System of Florida, I would like to express to you our pleasure in hosting the Southeastern Regional Workshop for Title I State Coordinators. We consider it a great privilege to be given this opportunity.

As I think about the purposes and scope of Title I of the Higher Education Act of 1965, I am amazed that so much has been accomplished with such limited financial resources. I think it is a tribute to all of the participating state and institutions that such a large percentage of the money made available under Title I is channelled into the firing line, and that only five per cent, or no more than $25,000 per state, is siphoned off for administration of the Act within each state. I think this sets some sort of precedent for the implementation of Federal programs.

In this state, the Florida Board of Regents has been assigned the responsibility of administering and coordinating the Title I program. The advisory committee consists of two representatives from the State University System, one representative of a private university, one representative of the junior college system, one representative of the Governor's Office of Economic Opportunity, one representative from the State Association of County Commissioners, one representative from the State Board of Conservation, and one representative from the State Board of Health. The Florida State Coordinator for Title I, as you may know, is Mr. Sid Henry. When the Title I Act became law, Dr. Glenn Goerke, Director for Continuing Education in the State University System, was given the responsibility of drafting the state plan and establishing the administrative organization and procedures for implementing the Act. Dr. Enrico Giordano, State University System Coordinator of Federal Programs, assumed the duties of Coordinator of Title I and carried them out until Mr. Henry joined us late last fall. I am proud to say that all three of these gentlemen are members of my Division of Academic Affairs.

The average expenditure for Title I projects in Florida for each year since 1965 has been about $213,000. I am sure that anyone examining the list of programs and the number of institutions

1/ Vice-President for Academic Affairs, State University System of Florida

involved in Title I activities in this state would be as impressed as I am with the magnitude of the job being done with these funds.

The very scope of activities which can properly be placed within the purview of the intent of the Title I section of the Act causes us to think seriously about the implications which this Act has for our universities and colleges. The fact that community service and education form the basis of Title I activities indicates that the Federal government is now saying to us that universities must be encouraged to burst forth from their campus citadels and carry their activities to the people. The importance of the classroom as the essential ingredient in college level instruction is being seriously questioned. The place where the need is, is being suggested as the place where the instruction should take place. Continuing education has long fought a battle against the age-old tradition that quality education is available only on the campus. This age-old tradition is gradually being replaced by a more modern concept, namely, that good instruction can take place wherever serious students and competent professors can be brought together. Now, with the advent of Title I of the Higher Education Act, we have a mandate to strengthen and expand our efforts in community service and continuing education and to provide services never before undertaken by our universities and colleges.

The enactment of the Higher Education Act by the Congress of the United States in 1965 constituted a challenge to our colleges and universities greater than any other in the history of higher education. It is a challenge to change America! It is a challenge to those traditional bastians of intellectual excellence to prove to the nation that a concentration of the best minds can provide the leadership for the pragmatic solutions of practical problems. It is a challenge to the theorists to lay their ideas upon the line, to the researchers to apply their findings to the unsterile and uncontrolled life situations found outside the laboratory. It is a challenge to scholars to move from the orderly scientific processes of examining and measuring what is, to the formulation and fabrication of what should be. It is a challenge to the professor to step down from his relatively comfortable vantage point into the often unpleasant and even dangerous turmoil of urban ferment, frustration, problems, politics, poverty, pollution, and cacophony, where he can see, taste, feel, and live in the swirling torrent of life in the cities and suburbs.

"Where should we go from here?" To find the answer to that question, we need only to open our eyes, our ears, and our minds, to make ourselves receptive to the many messages coming our way from people and communities which need help badly. We should not have to "dream up" things to do. The problem is more a matter of

selecting from an abundance of worthy projects those which seem most pressing and the undertaking of which would provide the greatest opportunity for accomplishment. As Title I directors, it is your responsibility to make such selections. I would hope that convenience is rejected as a criterion in identifying those programs which will be considered by your institutions--and that you embrace those programs which will put you in direct contact with the areas and the inhabitants where the need is greatest. I am sure that each of you will seize the opportunity to further integrate your respective institutions with their surrounding communities by placing yourselves and your facilities where the action is.

In conclusion, may I again, on behalf of my colleagues and myself, express our pleasure that you have chosen Florida as the place to hold this important meeting. We hope that the meeting will be successful, and that much will be accomplished. If any of us can do anything to make your stay more pleasant, please let us know.

Thank you.

FUTURE THRUST OF TITLE I OF THE HIGHER EDUCATION ACT OF 1965

presented by 1/
Glenn A. Goerke

Southeastern Regional Community Service Conference
Tampa, Florida
March 12-14, 1969

Good morning gentleman and welcome to normally sunny Florida. I should begin with a confession and let you know my immediate thoughts when Ish Benton and Sid Henry assigned me the topic "The Future Thrust of Title I" as the first working paper for this conference. I looked at the title as it appeared on the program and my first thought was to insert question marks in the five word title. I couldn't help but read it as "The Future? Thrust? of Title I," and those question marks are what I would like to address my comments to this morning. Hopefully the gentlemen serving as reactors to my comments will be able to help me, along with you, remove those questions and the others that might be on your minds.

Initially, let me say to you that I have been and continue to be greatly concerned about the direction of Title I of the Higher Education Act. I was firmly convinced when the legislation was passed, and I still am, that it has great possibilities of planting the seed that of necessity will germinate into an urban extension program for the United States of America. I, along with you, have been greatly distressed at the limited funding that's been allowed the legislation. I was also greatly distressed on the one occasion that I had the opportunity to speak before Edith Greene's Sub-Committee at the lack of understanding of what Title I of the Higher Education Act is and what it was designed to do.

Let us, for just a few moments, take a look at a problem that I think confronts all of us as it regards Title I and certainly speaks to both the question marks that I placed in the title of this speech, future? and thrust? It seems to me that as we discuss among ourselves the intent of Title I of the Higher Education Act, there is a great deal of confusion and inconsistency about the definition of our mission. It also seems that when Title I directors enter into conversation with our federal representatives there is additional confusion as to mission. I think you would also find, if you pursued it to the Congressional level, that there would be even more

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1/ Director, Academic Program Planning and Coordination, Florida Board of Regents, State University System of Florida

confusion and inconsistency as you ask people to state the intent of this Act. I'm not too sure that this confusion has not become greater in the last two or three years as we have had a change in personnel at both the state and federal levels. I guess you could really call our problem one of "spirit vs. letter," or, more basically, the intent and interpretation of Title I of the Higher Education Act of 1965.

I can recall quite early in the history of Title I as we were preparing our state plans and making our weekly sojourns back and forth to Washington to gain acceptance of those plans that there was a great deal of concern lest this Act become a research oriented, stand-off, non-involvement piece of legislation. We were counseled and directed on many occasions to consider Title I as action oriented, and, in the most current jargon, relevant to what was happening in our society.

At that juncture, there were a good many state people who felt that the Title I monies would be better spent if they were all lumped into the largest and strongest institution in each state; the institution which had the resources and was ready to move and bring those resources to bear upon community programs. This, though, was not the direction that was to be taken and the Act took on more of a tone of federal support for a state plan which would truly incorporate the resources of all of the institutions in the state that were capable of playing a part in community service. The original direction, as I interpreted it at that time, was for action programming and maximal involvement of institutions of higher education within each particular state.

I sense now, in talking to some of you and in reading some of Dr. Sanchez's recent comments given at the conferences in Madison, Wisconsin, and Louisville, Kentucky, that there is a real or imagined problem that exists not only between ourselves and the Washington office but between many of you in the states regarding the current interpretation of the mission of Title I of the Higher Education Act. I sense that many of you now feel that the original mission, which called for involvement in action programming to the greatest degree possible, might be in the process of being relegated to a secondary position which would direct primary emphasis on the development of institutional capacity and then the resolution of problems in a consultatory or advisory capacity by the institutions, rather than by the process of maximal involvement. I have not had an opportunity to discuss this with Dr. Sanchez and in reading speeches that he has given recently, I must admit that I could draw an interpretation in either direction. I would hope that he may clarify this point while he is with us today.

If I read his comments correctly, he is saying that a great deal more needs to be done to institutionalize the concept of community service and to bring about a true university commitment to the type

of programming that Title I can allow. In this respect, I think he is absolutely accurate. I am equally sure, however, that if the funding level stays where it is the commitment to community service will remain one of individual divisions of continuing education and not of our total institutions.

History, I think, will show us that our faculties became interested and concerned about our nation's scientific problems when the lure of government funds was great enough to enlist their support. Certainly, those same government funds brought about a commitment by faculty members to the education and economic development of new nations and sent many of our top university personnel traveling extensively throughout the world to help other nations. The amounts of money that have gone into our scientific endeavors and into our aid to foreign countries has been enough to allow the motivation necessary to accomplish a mission. I'm afraid at this point that a similar commitment for community service will not be forthcoming until such time as large amounts of money are placed behind this piece of legislation.

I also agree with Dr. Sanchez that we have to be quite sensitive to the fact that the basic purposes of our institutions of higher learning in this country have been and will continue to be teaching and research and that we in no way want to dilute that major mission. I would draw to your attention, however, the fact that the definition of audience, to date, for those two major missions has been relatively narrow and directed to "them what's got." I would ask each of you to consider the fact that it's now really time for that same teaching and research which has been applied to the middle class and above to be directed towards the disadvantaged, disenfranchised and deprived members of our nation. I, for one, do not wish to change the mission of the university, only to direct it to audiences that it has never really touched.

What I mean to say to you is that I would not be too greatly concerned today if we dropped the current concept of service which bears too much of a connotation of speaking to local service clubs if we agreed that there are only two missions of a university, teaching and research, and that in fact community involvement and continuing education are a part of both of those primary missions. To belabor this point for just one moment more (and I would hope that Dr. Sanchez will direct a comment back to this point in his reaction) I sense, perhaps incorrectly, in his statement to the Wisconsin and Kentucky groups a feeling that the universities' involvement in community service should be a bit more stand-offish than what I myself consider necessary. Perhaps he's saying to us that the limit and extent of our involvement should be the more

formalized process of teaching and research directed to training community leadership to solve their own problems rather than our becomming involved with the general population. This certainly is a possibility, not one I personally feel will answer our current problems, but it is a possibility. I would hope that we could spend some time clarifying our feelings on that matter.

Its rather difficult for me to believe that universities today can remain aloof from our modern day boll weevils. I would rather feel that those American universities which over one hundred years ago were a decisive force in revolutionizing American agriculture could extend that same maximal involvement to the grass roots society today and assume the same give and take that was necessary at that juncture; rather than assuming a posture of remaining aloof from the urgent needs of the cities and the disadvantaged under the guise of a limited definition of teaching and research.

This then seems to me to be one of your major problems today and one that I hope that you would direct your comments to not only at this session but throughout the remainder of the meeting. I genuinely feel that you have a problem, that problem being: What is the current mission of Title I of the Higher Education Act of 1965, and what is the current interpretation of the language embodied in the Act?

The second major problem that I think confronts all of us now is the administration of Title I and its future. Each of you recall that at the time this Act was funded Title VIII and Title IX of what is now Housing and Urban Development were placed on the shelf and were not funded. Since that time, there has evolved Model Cities and HUD programming in addition to Title I. Now, as we look closely at the Act and its administration, it occurs to many people that Title I might better be housed in the Bureau of Higher Education in the Office of Education or under the Department of Housing and Urban Development or within the Model Cities framework.

I'm quite sure that this question will be raised more often in the months ahead and perhaps quite appropriately in light of the history of Title I to date as it concerns its funding and expansion. Certainly the Act is directed towards institutions of higher education in the United States of America and might indeed appropriately be housed with the Bureau of Higher Education which, many people feel, has a better understanding of the role of institutions of higher education than has the Adult Education Department of the U. S. Office of Education. I hope that you will discuss this matter openly and freely during your sessions. Whatever the ultimate decision is that will be made on the matter it seems logical that some attention should be given to pulling together the several pieces of legislation that now exist that do in fact touch community service, continuing education and urban

involvement. Somebody needs to ask the question as to whether all of these acts might be administered in one place, by one agency, more efficiently than spreading them out to the various agencies now involved?

The next problem that I feel needs to be discussed at this meeting is the implication of the recently created urban observatories upon Title I. My comments this morning are not directed to any one individual nor am I going to say anything to you that I have not said to Paul Delker, Gene Welden and others as we have moved through the experience of the urban observatories. I must point out that I am not against the urban observatory concept. I think it is an excellent one. My concerns are directed more toward the evolution of the observatory, rather than the entity itself. We have state plans structured in Title I and I believe Dr. Sanchez, in his recent comments, felt it an excellent idea that state plans be continued. Initially, each of our states were asked to take into consideration their own problems and to structure those problems into a plan and then to portray their anticipated method of attacking those problems. After discussion and acceptance of the state plan by the federal agency, each state directed its attention to its problems with its resources. With the initiation of the Department of Housing and Urban Development and its fine program it has become apparent that the two pieces of legislation might appropriately work together. This I believe is fine and I hope more of it could take place. I also hope that the decisions to work together would be left to the states and their advisory committees in conjunction with the Office of Education and HUD. I know a bit of the history behind the urban observatories and the Title I decision to join them and I cannot argue the fact that politically this was a very sound move. I cannot argue the fact that it's good for Title I of the Higher Education Act to be attached to what seems to be a winner. I can, however, argue with the way it was gone about and I think we have to be extremely careful that it does not happen again without the advice and council of the State Directors and their advisory committees. I have been told that no state was forced to accept an observatory and I'm quite sure that this was true. However, if a city in the State of Florida had been selected and Governor Kirk, along with a mayor of one or our leading cities, had seen fit to call me on the phone to inform me that we had been selected for an observatory and to ask that I place Title I funds behind the observatory, I do feel that, despite the fact that we had already committed all of our Title I funds for the year, I would have been hard pressed not to respond to the political power structure of this State. In that respect, I think the situation could have been handled a little better.

I don't know whether this might be the first move toward joining the two pieces of legislation together and perhaps somebody, somewhere, had this is mind. I think such a move should be investigated. I get a little bit concerned, however, when our involvement in such activities allows definitions for future programming. By coming together with the urban observatories we have to some degree arbitrarily defined what an urban area is, and also indicated that a major thrust of our future mission should be directed to those defined urban areas. I would hope that such decisions and definitions could be discussed at greater length prior to the finalization of such joint ventures. The joining together of these two pieces of legislation also combines action programming, teaching, training and research. This again is a change in role and scope and I feel it should be discussed. It could be good but I think it can be a lot better if each of us has the opportunity to react prior to finalization of an established direction. It also concerns me to some degree that the merger will weaken and possibly destroy our state advisory structure and our state plans. I doubt that any state that received an observatory had one outlined in its planning document from the preceeding year and approved by its advisory council. I think there is some question as to whether the decision to enter into such an agreement should have been made at the level it was made without greater involvement of all Title I directors and state advisory committees. If this is to be a pattern in the future, it would seem appropriate that everybody be informed that this will be a direction to be established.

I feel that we would be making a mistake if we failed to consider the possibility that Title I might well merge with the current HUD legislation or that the urban part of Title I might be removed and go to HUD. Perhaps several existing pieces of legislation could be combined under one agency. I think it would be well for us to discuss it at this meeting and for some direction to be established.

Let me now move to a conglomerate of minutia which has and will continue to be a problem for Title I directors and which certainly need to be discussed as we move through the remainder of these sessions.

The first and probably the toughest problem is that of funding. All of you are aware of the fact that we have battled long and hard to get additional monies and to retain the 75-25 matching. However, we have ended up with more of a holding action than an expanded program. Looking back at my version of the title of this speech "The Future? Thrust? of Title I," I think both of those question marks must be couched in dollars. If we are to have a future and if there is to be a thrust the activities must be funded adequately. The current level of funding reminds me of sending David back up against

Goliath without the sling shot. That's about what has been attempted to date. The problem here is how do we bring about a greater awareness of the significance and the importance of programming under Title I so that our Congressional Delegation will increase the funding beyond the 10 million level provided in each fiscal year to date? Obviously, we have not had an impact. The question is, how do we get one? If the Act remains funded at this level, I think we're kidding ourselves if we think there will be a major impact on community problems.

Secondly, funds need to be authorized over a period of years rather than on an annual basis. The intricacies of university funding mechanisms preclude effectiveness of this program if it must wait each year for an annual release of monies at a late date. Along with this I feel that the 75-25 requirement must be reinstated and retained to sustain the life of the program.

This list of nitty-gritty problems could go on and on. However, Ish Benton showed me a list of questions and alternatives to be discussed at this meeting and I think he's covered everything else that needs to be covered so I won't continue.

Let me drop back however to my major point and my concerns on the future thrust of Title I. In summary, I don't think we can have a future or a thrust unless we get a well defined and generally accepted mission. I don't think that now exists. Second, I'm not sure that the present organization and administration of Title I should be retained. Also, I'm not sure that Title VIII and IX and Model Cities should be retained under their current administrative patterns. What I am saying is that I think we must concern ourselves with the future thrust of community service and continuing education and be willing to look at alternative administrative patterns for all of these programs. We must find the most effective and efficient approach to the problems that exist in the United States of America despite our vested interests. Third, I think that we have to take a look at what's happened to us with the urban observatories and to open an honest discussion on the concerns of all parties involved in that decision and to clear the air so that we can move forward.

Let me say in closing that since I've been involved with Title I of the Higher Education Act I have learned to have great respect for Jules Pagano, Paul Delker and Gene Welden. I have the same respect for Pete Sanchez. I have respected all of them enough that they have always known my feelings whether they liked them or disliked them. We've been open, we've been honest and I've asked them to

deal in the same way with us and they have. They've been critical and they've helped. I hope that none of us allows issues such as the urban observatory to knock out communication and criticism between the federal office and the state offices. Each of us has had to make decisions and most of our decisions to date have been good ones. When we don't agree with federal decisions, and when they don't agree with ours, it's time to let loose, not behind the scenes but in front of one another. You've got the vehicle in these next few days to open communication, to discuss the issues, to come to some agreement and to get on with the real concern of how all of us can better serve in bringing the resources of our great institutions to grips with the problems that now exist in the United States. Thanks for joining us here in Florida and I hope that you have a good conference.

A PLAN FOR BUILDING INSTITUTIONAL CAPACITY FOR COMMUNITY SERVICE

presented by 1/
Charlyce R. King

Southeastern Regional Community Service Conference
Tampa, Florida
March 12-14, 1969

Dr. Robert F. Ray, Dean of Extension and University Services, University of Iowa, has described Title I as a "kind of happy marriage that Congress performed in creating the first section of the Higher Education Act of 1965." 2/ This was a marriage between the concern for solution of major problems in our communities and the concern of extension and adult educators to develop adult education programs. As an old family life education professor, I would like to borrow further from Dr. Ray's analogy and present a viewpoint within this context.

I have chosen to call this topic: "Can This Marriage Be Saved?"

When this national marriage was performed, it followed that in due time ceremonies between these two concerns (C(F)SOMCP and C(F)DOAEP) began to take place across the country. It was a bit embarrassing in that long before due time these young couples were looking after their children whom they called: "Housing, Poverty, Government, Recreation, Employment, Transportation, Health, Land Use, and Youth Opportunities". Like most young couples, these young marrieds were soon facing the problems of in-laws, child rearing, family rituals, finance, the family system, and role identification.

The in-law problems were primarily vested in and expressed by those cousins, aunts, uncles, and other distant kin of the university communities. Some of these kin were even reported to have said that "such a marriage never should have taken place at all." However, considering the fact that in many cases the children had arrived before the ceremonies took place; and, the problem of rearing these children (Health, Transportation, Employment, Land Use, Youth Opportunities, etc.) were becoming so great, most of these kin decided just to close their academic eyes and pay little attention to the wedding ceremonies. Many of these distant kin had long been suffering from hardening of the categories and their responses were becoming a bit dulled.

1/ Program Analyst, University of Oklahoma, Norman, Oklahoma.
2/ Robert F. Ray, "Keynote Speech," Report of Third Iowa Community Conference, December 1968, p. 4.

The child rearing problems were those children just previously named, and like most children today--they were problems. It was becoming increasingly difficult to know how to rear these children in a society of such rapid change. This was a time when all of society was becoming engaged in learning the solutions to its problems. However, the marriage ceremony performed in Washington did entitle the participants to a "Wedding Record" that included the following directions: "financial assistance may be provided for an educational program, activity, or service offered by an institution(s) of higher education and designed to assist in the solution of community problems in rural, urban, and suburban area, with particular emphasis on urban and suburban problems....which may include, but is not limited to, a research program, an extension or continuing education activity...."

The "Wedding Record Book" also presented many good ideas for rearing the children. In this instance, the instructional methods were to include "formal classes, lectures, demonstrations, counseling and correspondence, radio, television, and other innovative programs of instruction and study....to assist the individual to meet the tasks imposed by the complexities of our society in fulfilling his role in the world of work, as an informed and responsible citizen, and in his individual growth and development."

The family rituals had long been a traditional part of the larger university kinship system, and these soon presented problems for the young marrieds. These rituals centered around the problems of the "guilds," and the viewpoint of the "disciplinary orientation" verses the "institutional orientation." Reece McGee has said "to the extent that a man is directed toward the professional activities of his discipline, he is apt to be directed away from his institution, and vice versa.3/ The reason is that many of the activities constituting the disciplinary orientation make it impossible to perform institutionally oriented activities. Discipline-oriented men, for example, do laboratory or field or library research, publish findings in the form of scholarly books and articles. They travel to professional convocations and conventions, circulate among the great departments, visit colleagues active in their specialities, and concentrate their teaching efforts at the graduate level. These activities inevitably mean that they are away from their institutions a great deal and have relatively few contacts with people in the community in which the institution is located or with the undergraduate students. The institution orientation, on the other hand, demands that the professor spend much of his time teaching undergraduate classes, serving on institutional committees, engaging in public service activities, and generally serving his community. As you can see, these kinds of

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3/ Reece, McGee, Social Disorganization in America (Chandler Publishing Company, 1962), p. 112.

rituals did pose new problems for the young marrieds as they began to settle down to happy family life in the larger kinship system.

Finance was certainly a problem for these young couples. Many observers and most of the young marrieds often said finance was the number one problem because they had such a little bit of seed money. Like most young couples, their goals and aspirations were far beyond what their pocketbooks could meet.

Of these many problems the young marrieds faced, there were two problems which were paramount in determining the success of the marriages. These two problems are identified as: (1) the program of adjustment within the family system, and (2) the unresolved problem of role identification in the marriage. Let us consider the first problem.

When the national married was performed, the concern for solution of major community problems (C(F)SOMCP was wedded to the concern for development of adult education programs (C(F)DOAEP).

A monogynous marriage existed. Two concerns had gotten married to each other. However, the monogynous marriage was then expected to exist within a polygamous family system. The polygamous system, better known as the larger university family, had long been bound by the overt and covert rules of history and tradition. The three married to each other in this polygamous system were know as research, teaching, and service. It had been understood for quite some time that a university <u>is</u> a university because it creates, conserves, and disseminates; and, we may view these functions as creativity being research, conserving defined as teaching, and dissemination as service. It seems somewhat fair to describe this as a polygamous marriage of a "disorganized" nature because these three goals or "marriage partners" are not unitary in purpose. The three marriage partners had often quarreled over who was the most important and should get the most money, attention, and status. Many of the participants and observers of this system had said "research is certainly the most important one in the marriage." Then there were others who said, "Oh no, teaching is certainly most important because we must transmit the knowledge to the youth." There were not many within the system who would openly say "service is the most important of the three." Service was often viewed with the raising of an official eyebrow, or something like a poor relation by marriage who had never really been "born of the blood and colors."

Service was pretty important, for it did function somewhat like a traveling salesman and often brought in money to allow the family to continue to live in its upper-class status. It is not difficult to see, that when the function of the polygamous marriage system remained unresolved, how the newly created monogynous marriages would have difficulty functioning within the system.

Part of the difficulty of these young marriages still centered in the marriage ceremony which had failed to determine role identification of the marriage partners. When the national marriage was performed between C(F)SOMCP and C(F)DOAEP, the reading of the vows must have closed with something like: "I now pronounce you Concern and Concern." Well, it looked awfully happy at first, and people began to celebrate by throwing rice and confetti. But, it wasn't long before the young marrieds were asking, "Now who is head of this household?" Each concern began to declare that it was. It was never clear. Many a good breakfast table argument began with C(F)SOMCP (Concern for Solution of Major Community Problems) saying something like: "I tell you I'm head of this house, and I am the basic reason for this marriage." Whereupon C(F)DOAEP (Concern for Development of Adult Education Problems) would reply with something like: "You are not! I'm the most important one because I am the way and the light to see that we rear our children (Health, Poverty, Recreation, Land Use, etc.) and that we are able to look after all our future children." And, it was usually at the point that C(F)SOMCP ended the argument with a "HA!" and C(F)DOAEP just smiled a sly little smile. C(F)DOAEP knew that according to all of history some kind of community children (community problems) would continue to be born, and if they were not--then, C(F)SOMCP just wasn't going to be needed any longer. The marriage would soon end in divorce--or just fade away.

. . . . . .

As an old family life professor and counselor, I am well aware of the dangers of taking sides in any marital disagreement. Suppose we ask again, "can this marriage be saved?"

The following is just one plan for building institutional capacity for community service.

A PLAN TO PLACE THE MAJOR EMPHASIS OF TITLE I (HIGHER EDUCATION) UPON THE DEVELOPMENT OF INSTITUTIONAL CAPACITY FOR THE PURPOSES OF COMMUNITY PROBLEM SOLVING AND SERVICE

Title I has the unique opportunity to help colleges and universities develop their programs of adult education for the purposes of increasing institutional capacity for community service. This appears to be a means of improving community service programs which will in no way dilute the purposes of a college or university. Let us suppose:

A state agency for Title I could be designed and organized to serve as a center for continuing education. The purpose of this agency would be to help each participating institution develop its adult education offerings and programs and thereby improve its community service programs. In this type organization the agency would or could employ a group of social scientists who would serve as a state team or a professional team and would be available to all the participating institutions. It seems logical that this team of social scientists would be composed of specialists from the following disciplines:

* Continuing Education--A specialist in this area could serve as coordinator of the program. This person should also have a background in higher education

* Sociology

* Psychology

* Economics and Government

* Adult Education

* Philosophy and History

* Business Management

The professional team could work together to examine and help evaluate the adult education needs of the state and of the individual institutions. The number of persons on this team could be enlarged to meet the needs of states with large numbers of participating institutions. The professional team could function in the following ways.

Functions of the Professional Team

* To help each participating college or university develop its adult education program by offering courses, seminars, conferences, etc. on the topics of adult education, community organization, group problem solving, etc., to faculty and staff of the institutions. These classes and courses could carry university credit. If the courses are given for faculty they should be designed for graduate level work.

* To take the expertise that each discipline would have and bring this knowledge to bear upon the local community problem solving process. The emphasis would remain upon the adult classes (both those for staff, faculty, and community members).

* To consider and work with the community problem solving and community adult education classes in a laboratory concept. That is, these organizations and classes would be the means of demonstration and try-out for the larger purpose of gaining new skills and insights in adult education.

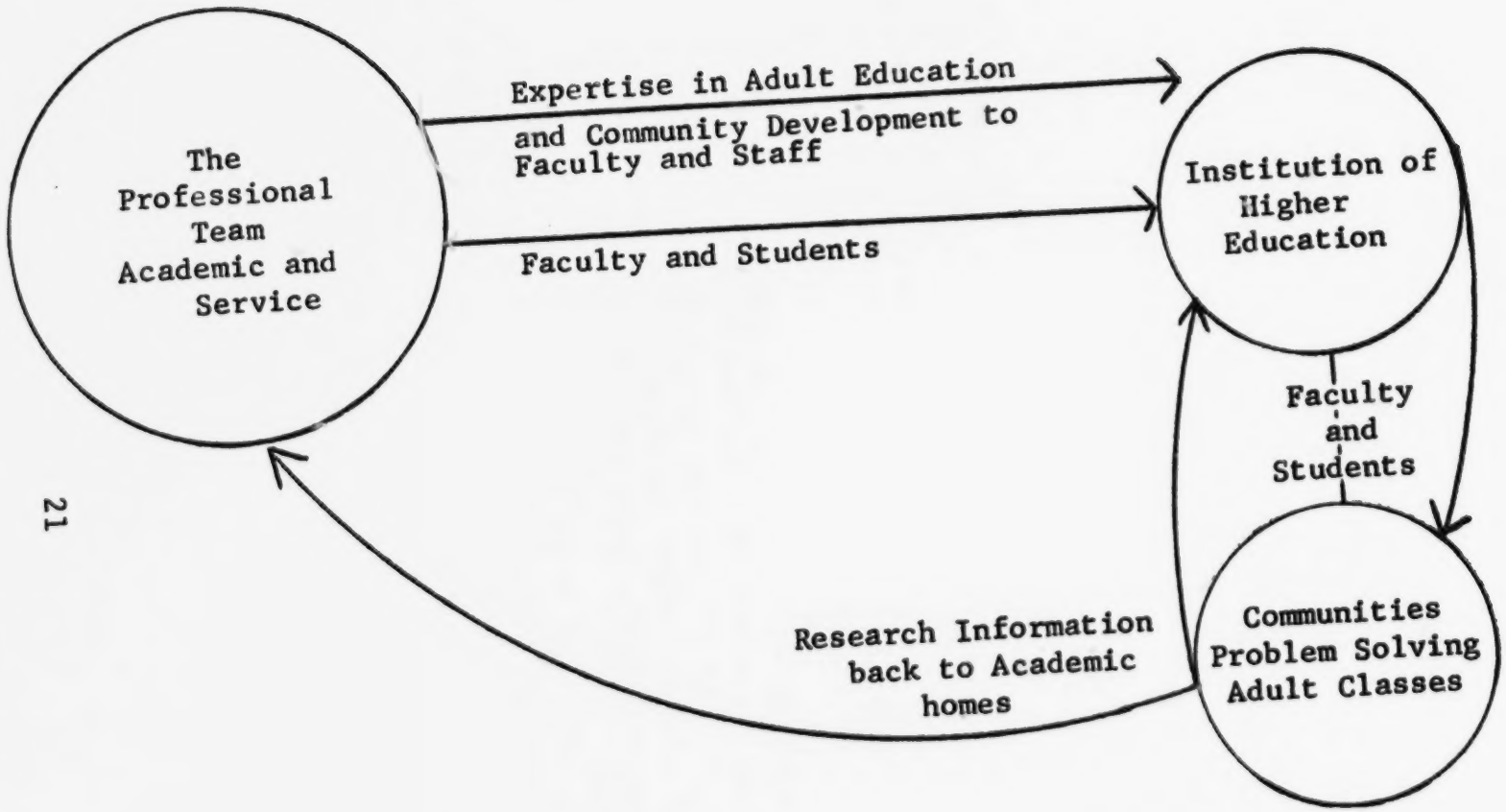
* To involve the colleagues from their respective disciplines in conducting research projects in these communities. The communities could be used as research laboratories for finding new information as well as centers for disseminating information. Each professional team member would work with his own university for wider academic involvement in the Title I effort.

* To work with undergraduate and graduate classes of the "home" institution and participating institutions to help give these students experience in community action and community research for solving purposes. Thus, this approach would help to accommodate the larger purposes of a university. Through this approach the community service programs would have inherent research and teaching functions.

* To be knowledgeable of the wider adult education needs of the state and work with the participating institutions to develop cooperative programs.

Each member of the professional team might be assigned to a particular college or university, but the emphasis would remain upon the team teaching, team problem solving, and team service of the total group. In this way, each of the participating institutions could have the benefit of the total expertise of the professional team membership.

A PLAN--TITLE I


The Professional Team Academic and Service
Expertise in Adult Education and Community Development to Faculty and Staff
Faculty and Students
Institution of Higher Education
Faculty and Students
Communities Problem Solving Adult Classes
Research Information back to Academic homes

Expertise in Community Development and Adult Classes

Research and Dissemination of Information

A GOAL OF TITLE I STATE AGENCIES

presented by 1/
James Y. McDonald

Southeastern Regional Community Service Conference
Tampa, Florida
March 12-14, 1969

I was recently asked to characterize the Title I program. After some hesitation, I replied that the Title I program is a problem surrounded by an enigma wrapped up in a conundrum tucked inside an artichoke.

Sensing the confusion this penetrating comment had created in the mind of the questioner, I went on to list some of the problems that have plagued the Title I program since its inception: Is it an institution-building program or is it a problem-solving program; how can you construct a statewide, coordinated system of continuing education when you only have $160,000 to spend in a year. After several minutes of this sort of discussion, my acquaintance scratched his head and wandered away mumbling something to himself about Hollandaise sauce and artichokes.

When I first started to write this paper about the roles and goals of the state agency for Title I, I was somewhat like my puzzled friend. I seem to have great difficulty peeling away the outside leaves of the artichoke to get at the heart of the problem. In a very real sense, I think this has been the central fact in the administration of the Title I program at the state and national levels. We never seem to be able to get beyond the outside stages and into the central issue. I believe there are some reasons for this and that in order to proceed further, we should look at these reasons.

The history of the Title I program, or rather of its passage by Congress, is a most interesting one. In this history lie the seeds of most of our conceptual problems today. In the early 1960's there was a dream--a dream of something some people called a "learning society". John Gardner, in his book Excellence, put it this way:

> We have set "education" off in a separate category from the main business of life. It is something that happens in schools and colleges. It happens to young people

1/ State Coordinator for Community Service and Continuing Education Programs, University of Kentucky

between the ages of six and twenty-one. It is not something--we seem to believe--that need concern the rest of us in our own lives.

This way of thinking is something long overdue for a drastic change. If we believe what we profess concerning the worth of the individual, that the idea of individual fulfillment within a framework of moral purpose must become our deepest concern, our national preoccupation, our passion, our obsession, we must think of education as relevant for everyone, everywhere--at all ages and in all conditions of life.

Then in a special background report prepared for the Committee on Education and Labor in the House of Representatives in October 1965, entitled "Urban Affairs and Adult Education," we find the following quote from Edward W. Bryce, Director of the Adult Education Branch of the U. S. Office of Education:

> The role of adult education in society is to become lifelong or continuous education in fact as well as theory, so that all individuals take it for granted that education is a continuous part, not only of the responsibility of living, but also the mainspring of self renewal.

The report goes on to say:

> The new frontiers of adult education projected above may seem in the light of present practices, visionary. But the facts are that in the United States we are entering an historic period which can only be characterized as a learning society, where even our survival as a great nation may depend upon our ability to continue to learn and grow throughout our entire life span.

Some of you may recognize in these statements something of the thoughts of that silver-haired, blue-eyed philosopher from Oklahoma, Thurman White. For it was true that Thurman, among many others in this country, dreamed of a learning society. Title I, as originally proposed, was looked upon as a vehicle for achieving this goal.

Others characterized it as the modern or urban analog to the agricultural cooperative extension program. In this context, let me quote briefly from the statement of President Fred Harrington of the University of Wisconsin, at the Senate Committee hearings on the Higher Education Act of 1965:

> Title I of the Higher Education Act of 1965, the University Extension and Continuing Education Act of 1965, may in some respects be compared to some of the great precedent-breaking educational legislation of the past, now recognized as historical landmarks of American progress: the Northwest Ordinance and its provisions for public schools and "higher seminaries;" the Land Grant Act of 1862; the Smith-Lever Act establishing the Cooperative Extension Service; the National Defense Education Act; the Higher Education Facilities Act. It is a new era of federal-university cooperation. Like some of the earlier acts I have mentioned, it is not readily susceptible to the kind of clear definition of statistical presentation applicable to long established programs. In each case the Congress recognized a grest and unmet need and wisely acted in terms of legislation establishing broad policies, and with confidence in the ability of our educational system to meet the needs as they exist in various parts of the country.

A little further on in President Harrington's statement, he said:

> Title I is for the Extension arm of the University what basic general support is for the University as a whole.

At the same time, however, other men of substance had somewhat differing dreams. The dream of a learning society and of general support for University Extension got lumped in together and confused with another dream--the dream of bringing all of the resources of the universities to bear upon the problems of the land. This position is perhaps best stated in President Johnson's message to Congress concerning the Higher Education Act of 1965:

> I recommend a program of grants to support university extension concentrating on the problems of the community.
>
> Today 70 per cent of our people live in urban communities. They are confronted by problems of poverty, residential blight, polluted air and water, inadequate mass transportation and health services, strained human relations, and over-burdened municipal services.

> Our great universities have the skills and knowledge to match these mountainous problems. They can offer expert guidance in community planning; research and development in pressing educational problems; economic and job market studies; continuing education of the community's professional and business leadership; and programs for the disadvantaged.
>
> The role of the university must extend far beyond the ordinary extension-type operation. Its research findings and talents must be made available to the community. Faculty must be called upon for consulting activities. Pilot projects, seminars, conferences, TV programs and task forces drawing on many departments of the university--all should be brought into play.
>
> This is a demanding assignment for the universities, and many are not now ready for it. The time has come for us to help the university to face problems of the city as it once faced problems of the farm.

It is significant also that when the House Subcommittee reported a revised version of the Higher Education Act of 1965, Title I was no longer called "University Extension and Continuing Education"; it was changed to "Community Services Program."

This shift in emphasis from support of university extension programs to community service programs was further emphasized when the Joint House and Senate Conference Committee accepted the Senate version of the purpose of the title but changed the words "to strengthen continuing education and extension methods and teaching and the public service resources of colleges and universities" by stating the purpose was "to strengthen the community service programs" of such institutions.

That this shift of emphasis was recognized at the time is clearly shown by the following statement in the National Association of State Universities and Land Grant Colleges, Circular Letter #36:

> The language followed in the bill is much closer to the House than the considerably superior Senate version, but makes minor concessions to the views of those who have long conducted most of the extension programs of this country by defining "community service" programs as "an educational program activity, or service, including

> a research program and university extension or continuing education offering which is designed to assist in the solution of community problems in rural, urban, or suburban areas, with particular emphasis on urban and suburban problems...," etc.

Thus, when Title I of the Higher Education Act was finally passed, it represented a compromise, as is so often true in our American system. There was to be some support for the "learning society," it was to be project-related, the emphasis was to be on problem solving, and the program was to concern itself primarily with urban areas. The learning society was an acceptable idea but only insofar as it provided the capability for problem solving. The concept of a learning society and of general support for university extension was gradually submerged under the banner of community problem solving. In fact, by 1968, in the House Committee Report on the Higher Education Amendments of 1968, we find this rather pointed statement:

> From the Committee Hearing Record and other reports from the Title I program, it is not clear to what extent funds are being provided for the support of community services as contrasted with the support of the on-going regular university extension and continuing education programs. The Committee Report of 1965 was supported with President Johnson's request to extend the role of the university "far beyond the ordinary extension-type operation." The Committee Bill of 1965 proposed a program in which emphasis was placed on the establishment and operation of community service programs rather than on the ordinary extension-type operation. It was not then, nor is it now, the intention of the Committee that Title I be merely a subsidy program for regular university extension and continuing education offerings of colleges and universities. To the contrary, the Committee intends, as it did in 1965, to program provide assistance in making available to the community the unique resources and competencies of institutions of higher education.

In spite of such clear statements as to the problem-solving thrust of Title I, the administration of the program has by and large been placed in the hands of educators who are supporters of or at least sympathetic to the goals and objectives of university extension and continuing education.

The result has been that questions of the basic purpose have not really been answered. The emphasis was on getting some kind of program under way. State plans were given a great deal of attention, even though in most states a state plan for continuing

education can be nothing more than a myth. Great emphasis has also been placed on statistical support for the selection of priority problem areas, even though in most states there are a sufficient number of problems of sufficient magnitude that to support the selection of one over another with a mass of statistical data can be nothing more than an exercise in academic or bureaucratic gamesmanship.

Some states have poured all of the funds into one narrow problem area; other states have defined their problem areas as broadly as possible so as to allow maximum participation. Some states have selected priority problems through massive baseline studies. Others have selected priority problems over a glass of bourbon. Some states have integrated Title I into a statewide system of public continuing education. Other Title I programs have operated as a fringe segment of state government.

Where, then, does this mass of confusion lead us in determining the proper goals of a state agency? How do we tear off the outer leaves of the artichoke, rip apart the conundrum, pierce the enigma, and get at the problem?

First, I believe, we must admit that the Title I program as it exists today is a compromise of several different ideas. As a compromise, it completely fulfills the dreams of no one. It is a confused and confusing program. But we should not let this confusion deter us, for it is within this broadness, this lack of definition, this lack of clarity, this lack of direction, that the greatest strenth of Title I lies. It is time that we as Title I administrators at both the state and national levels recognize and accept the situation as it is, that we seize upon the very looseness of Title I and use it.

Stated very simply, the real central focus, the real underlying unity of Title I is that it allows each state to "do its own thing." The thrust of the Title I program may, and in fact should, vary considerably from state to state. In Wisconsin the program will be quite different than in Kentucky. In one state it may be integrated into a total extension program. In another it may be combined with HUD Title VIII, State Technical Services, EDA and other state government programs. In still others, it may stand along. In this situation arguments about which approach is best are meaningless.

Accordingly, I will suggest a single, very simple goal for the Title I State Agency in each state: To determine the best use of Title I in terms of state governmental and educational objectives and then to do it. This statement may seem to be too simple, even simplistic, but be not deceived by it. I'm sure many of us would be more comfortable with a more direct, nationally-imposed goal,

but this is not to be and, more importantly, it should not be. A single, narrow, nationally-imposed goal would destroy the very strength of Title I, its wealth of diversity.

So take heart! Welcome diversity! Determine what your thing is and do it!

THE UNIVERSITY AND COMMITMENT TO PUBLIC SERVICE

presented by 1/
Palmer C. Pilcher

Southeastern Regional Community Service Conference
Tampa, Florida
March 12-14, 1969

When--a few weeks ago--Ish Benton returned from the University of Georgia and told me that he had volunteered me to speak briefly to you people this evening, I asked, "How long?" and he replied, "You can speak as long as you wish, but we are all leaving at 8:30 o'clock."

So, I'll be mercifully brief and share with you some of the notions I have respecting "The University and Its Commitment to Public Service".

In all candor, I confess that the topic is a surprising one for this occasion, for if there is any group that comprehends the fact that american higher education must have now--and increasingly in future years--a commitment to work in the community--it is represented in this room.

Let's briefly review the emergence of the american university--that unique contribution of the western world--and let us look at its problems of the present and where it absolutely must go in the immediate future.

From its beginnings on this continent, all prior to 1770, such "temples of piety" as Harvard, William and Mary, Yale, Queen's, and Dartmouth, among others, 2/ were all located in deliberate isolation from the fleshpots of the city where, in bucolic splendor and insularity, they were removed from the temptations of sinful society.

At these instituions, and those which followed, were to be found attempts to replicate the greater society to which the students were to be returned. The classical campus, with its own newspaper, student government, social organization and the like, is well known to us. How well it prepared us for the real world is--at best--questionable.

1/ Vice-President for Academic Affairs, University of Arkansas, Fayetteville.

2/ Rudolph, Frederick. The American College & University. Knopf, 1962.

The changing contour of american civilization in the period immediately following world war II with its emphasis upon the metropolitan area and the shift, via the reapportionment of state legislatures, made even the dullest among our academic leadership, particularly those in public institutions, aware that if population centers did provide more of "where the action is..." than was thought to be desirable, it also provided the hope for greater appropriations.

And so we have witnessed in our academic lifetime a headlong scrambling back to the city by almost all of our colleges and universities and we hear ad nauseum, "The Future of Higher Education is in the metropolitan area..."

When the university returned from the wilderness, it soon found that the communities served wished to avail themselves of its resources and, most frequently with reluctance, it did embark upon sporadic and unconnected "community-service projects". Generally these were through a professor with some sort of a "grant". This potpourri of unconnected activities was generally housed in an organizational unit most closely resembling the agricultural extension service of the land grant college and just about as academically respectable.

I think that it's only in recent years that there has developed a perhaps grudging awareness on our campuses or realization that community-service is here to stay and that the role of the university in such a relationship has only begun to emerge.

There is an increased, if grudging, admission of the fact that extension or continuing education is not only a fact of life but will be expanded with these units being given at least college status in the near future.

Among the reasons for this is the increased attention to that frightful word "relevance" given by members of the academic establishment. Don't be mislead. Among those cries of the "Hippie-Yippie" movement is a plea to be related to and serve the real world and to become involved in its concern.

There are programs which intelligently and successfully capitalize on this sentiment, notably peace corps and teacher corps. These are only a beginning.

Think, if you will, of a massive program to relieve the problem of functional illiteracy across the nation. In Arkansas, we have demonstrated that intelligent individuals can be quickly trained to teach programmed learning through such ingenius and innovative media, such as the sullivan programmed texts of the behavioral research laboratories at Palo Alto, California. And literacy would be only a beginning--quantitative skills, civics, nutrition, and a host of others could be added.

We could, given enlightened leadership supervision, enlist and absorb much of the youthful energies of our campus dissidents in such a positive undertaking; give purpose (or "relevance" if you prefer) to their lives; provide them with a framework for real understanding, meanwhile meeting a deep societal need.

To those of my peers who may feel that such approaches are somewhat less than academic, I can only feel sorrow at their ignorance as to what academe is really all about.

For, even before Disraeli called the university "A Place of Light," that institution has always stood at the interface of structured information and society and this would only be a modest beginning...

I will spare you a recitation of the statistics of the information explosion and the obsolescence of a college education within less than a decade following graduation and the increased emphasis upon what Arnold Toynbee calls the 'Gift of Leisure," for we are, perforce by necessity, coming to recognize, as Robert Hutchins has termed it, that ours is a "learning society."

The great president of a great university, whom I was privileged to know beginning with his last months as the President of Wayne State University in Detroit, and since, David D. Henry of Illinois has said:

> "The University is a social institution created by society for its own conservation and for its own advancement. It does not belong to the students or the faculty or to officers of internal or external government. It has been created by the people, and it derives its strength from the confidence of the people in its purposes and its significance. When the university loses the confidence of the society which it serves, it ceases to be effective..."

How better to engender public confidence than to improve societal and individual growth for all.

And so I applaud the efforts of those of you concerned with Title I and related matters, for you are in education pioneers as much as Frank Borman and his fellow astronauts.

Some day your hometown may erect a statue or monument to you, but I would suggest that you recall what Aunt Em said to the farmhand in the Wizard of Oz:

"Don't start posing for it now!"

Thank you.

AN APPLIED RESEARCH PARTNER FOR TITLE I

presented by 1/
Ernest J. Nesius

Southeastern Regional Community Service Conference
Tampa, Florida
March 12-14, 1969

The topic of this paper as stated suggests an important subject. I hope it contributes some usable thought. I propose to explain why applied research is a necessary partner to community service and problem-solving; and to suggest that it become an integral part of Title I programming in the future.

Applied research, in this paper, means correct research methodology applied to a particular problem or situation in the real and, oftentimes, changing world of variables of which time is a primary one. To be called "applied research" does not mean that it is less than good, because approved statistical methods may be used in seeking the conclusions, as such methods are used in what is called "basic research".

This definition is not intended to be finite, as exceptions could be noted; instead, it is intended to be illustrative. We don't want to lose our primary objective of convincing the right people that applied research is a necessary component of Title I programming methodology by getting lost in a definition.

Many millions of federal dollars are being devoted to the project approach. The Title I effort is minimal compared to the larger project approach found in other federal programs and in some of the foundations. For a typical federa. project, the parameters of a problem are expected to be established and the methodology made explicit in resolving the problem. Projects in research differ from those in extended education in that the parameters are more explicit in order to assure statistical verification for the data collected and the analysis of them. I am equating extended education with the type of projects funded by Title I, and also what is usually called "extension," and, by some, "public service."

1/ Vice-President for Off-Campus Education, and State Administrator, Title I, Higher Education Act of 1965, West Virginia University, Morgantown.

Because of the restrictions imposed by some control of the variables, researchers usually seek knowledge in small bits and pieces rather than in large chunks. Knowledge is pyramided by intensive review of previous research on similar problems so as to construct a new and more inclusive hypothesis. Finally, the bits and pieces are fitted together and linked, resulting often in what is called a "breakthrough." In this way, knowledge is accumulated and applied.

We have not been successful in bringing the important principles illustrated here into the projects of Title I. If we were, the result would be blocks of substantive subject matter corresponding to disciplines, permanent staffs devoted within the parameters of their subject matter, accumulated knowledge resulting from the pyramided effect of fitting and linking projects for an effective impact, and a rapidly expanding field. Perhaps most satisfactory would be more clearly defined concepts to serve as a framework for Title I activity and funds.

The multiplicity of ideas in conglomerate form, which now characterize our efforts, makes it difficult to conceptualize or direct our program.

Since the title of this paper argues for applied research as a necessary partner to Title I, let's see now what we can learn from the agricultural experiment station model as a successful applied research-extended education approach used for three-fourths of a century.

In any college of agriculture where the experiment station is located, each faculty member, more than likely, will be working half-time on experiment station funds and half-time on college funds. More often than not, he will be housed with or near an extension specialist who extends knowledge into the closely related problem areas wherever they may be found out in the state. Therefore, in one office complex and within two people, the three functions of the University, namely research, instruction, and extension are combined. The dialogue between them turns out to be a fruitful experience for both parties. The researcher is given encouragement by the station director to spend some per cent of his time out in the state becoming thoroughly acquainted with the problem on which he is working and, of course, it is a problem of importance at the moment, which means that his research is applied research. Furthermore, students of this research-professor, oftentimes, are hired to collect data in

the summer for his research project. Frequently, the researcher joins with the extension specialist to develop an extension project based upon published research. The extension publication or extension project coming out of the research results usually carries the names of both.

Most experiment station researchers do not stop with the laboratory and the various computing and statistical machinery for analyzing their research hypothesis; they establish projects out in the state within the environment of the problem. For example, the agronomist has fertility plots of varying soil types and altitudes throughout the state; the animal husbandman has pens of livestock being fed different feed mixtures at different locations using locally produced and supplemented feeds. Such projects established in the field follow approved research methods, thus they not only supply information to the applied researcher, but make the finest demonstration possible for teaching application of the results to actual problem situations. The necessary control and management techniques employed in the conduct of the field experiment result not only in the farmer-producer being able to discern the consequences of the research, but he also observes the management principles necessary to obtain the result. He notes in the soil plots the manner in which fertilizer is placed and the kinds of varieties that are grown, and how the many other practices are carried out. When a meeting is held at an experimental plot or pen of livestock, many of the questions asked by the farmer deal with the details of management. One might conclude here that the best teaching demonstration which shows results would be an applied research project. For a very large number of instances, the conclusion would be correct.

Another important feature to be understood in experiment station applied research is that small problems are taken and examined over a long span of time. This is in sharp contrast, I believe, to many of the problem areas we have attempted in Title I, as well as many other programs of Federal Government. Our usual practice in community problem-solving is to include as many facets of a problem as possible in some integrated form. What frequently happens is that our knowledge is too limited to properly relate one problem into or with the structure of another one. Furthermore, we typically propose to solve all of them in a short span of time, and to properly interrelate them. In experiment station research, time is usually a variable; therefore, experiments are conducted over a longer period of time and, thus, expectations of quick results are not generated.

At this point, we do not need to elaborate the value of the experiment station-extension methodology, as the impact on agriculture is legend. The U. S. approach to developing agricultural technology in the United States is one of the most saleable commodities of the United States throughout all the world. It is the one feature of our system that all nations--free or not free--wish to learn and adapt to their countries.

A Proposition for Title I

A most important recommendation to Congress, to the policy-makers of HEW, and to state administrators would be that all Title I projects should be based upon and always linked to research generated knowledge applicable to the project. Supposing this situation to be true, how would one describe an ideal Title I project? Let's try our hand at answering this question. The ideal project would be made up of four parts. For purposes of tense, let's assume the present, thus we are describing one already in operation.

1. The problem is <u>properly</u> identified. The situation has been carefully evaluated to assure thorough consideration of the many facets;

2. The situation prompting the problem is <u>properly</u> described;

3. The alternative solutions for solving the problem are <u>properly</u> selected for analysis; and

4. The facts necessary for <u>properly</u> analyzing these alternatives are available as essential information to select the most desirable one.

I believe you will agree that not one of these four essential steps of problem-solving can be done properly without the research-based information to provide the assurance that the project will yield results, once carried out. To go through the process, or sequence, following the four steps is both problem-solving and applied research if done properly. The key word in the above discussion obviously is <u>properly</u>.

Lest we become confused with the terms problem-solving and applied research, applied research as used here refers to the activity prior to implementation of the educational effort, and problem-solving is used here as the process, usually educational, that the problem-solver follows with his clientele in solving its problems.

One might argue that critical thinking or interpretative reasoning based upon research findings in broad context is sufficient justification for a Title I project. I would agree with such logic if the project was always considered "pilot" and the effort at implementation is, in fact, testing the hypothesis generated by critical thinking and interpretative reason. This, of necessity, restricts the outer boundaries of application. That is, one could not develop a comprehensive and in-depth statewide project based upon such logic without anticipating a fairly high probability of failure or minimal effect.

From my analysis, we are doing too much of our work this way. Two results are showing all too prominently--<u>one</u>, the scope of a particular project is too restricted for recognizable impact; and <u>two</u>, failures or only moderate success happens in too many instances. I should add that I feel strongly on this matter, which accounts for this proposal to change.

Since the main direction of Title I is identified as problem-solving, let up compare terms in what would be properly done problem-solving with the companion terms in applied research.

<u>Problem-Solving</u>	<u>Applied Research</u>
Problem	Project Title
Situation Described	Background Data
Alternatives	Hypotheses
Evaluation	Analyses
Recommendations	Conclusions

In the above comparisons, we can see that problem-solving as applied to community problems, which should be an educational process, and applied research follow the same process--scientific method. In community problem-solving, control of the variables and statistical verification are more difficult. Yet methods of verification are available which satisfy the first five steps of problem-solving which, in fact, should be properly completed prior to the educational program or as an on-going activity.

You may ask, "Is the interdependence and linkage with applied research proposed to hold for all Title I projects?" The answer lies in testing the question out on the various educational methods you employ. Let's take one problem to analyze the question in an a priori manner. For example, you have decided that the local public officials badly need some educational assistance in taxation policy and efficient management of revenues.

First, let's ask a question about the conclusion that such educational assistance was needed. Did you go through the four steps--properly identifying the problem, properly describing the situation prompting the problem, properly selecting the alternative solutions, and properly analyzing the alternatives with adequate factual knowledge? If all these data were available to you and by inductive analysis you reached the conclusion on the need for educational assistance, then no research was necessary. If not, then obviously it was. And even if it was, the task would not be completed in one effort at educational assistance and, therefore, a research linkage is necessary to run parallel with the carrying out of the educational assistance effort.

I hope the point is clear that research cannot be extracurricular; it should be a part of the Title I project. Just as the umbilical cord connects the child to its mother, the linkage must be there between Title I problem-solving and applied research.

A recent study made of the graduate faculty members at Berkeley, California, and reported in the Chronicle of Higher Education in its February 10, 1969 issue, reflects the likelihood of graduate faculty members generating research information immediately transferrable to the active scene. Most of the graduate faculty at this institution do not believe that "scholars ought to be directly involved in defining and serving social needs." Only 5 per cent believe that they should. On another question, 81 per cent expressed the belief that the scholar's role was to seek knowledge basic to the needs of mankind and to teach intellectual analysis to those who are to bring about social improvement.

This study only amplifies the absolute necessity for an applied research arm to be a partner to Title I. For Title I to be successful, obviously, the problems must be selected out of the real world and in the environment in which they are found.

In summary of this applied research bit, let us recognize that the truth lies in that which is proven. A discovered fact which establishes a truth for all time is invaluable to mankind. A discovered fact which establishes a truth which lives for only a moment in time will be valuable for as long as the moment endures. Applied research tends to lean to the latter.

Another salient point is that truth which is based upon fact and that which arises out of the intellectualized imagination of man are entirely different. In a period when change is so rapid as now, the temptation to follow the intellectualized imagination

route is very great, because research is too slow and the moment of need may pass before the truth is known. Therefore, we tend to quote the conclusions arising out of other men's intellectualized imagination as the factual basis for our project. This process, presumed to rest upon established truths, prevails in too many social phenomena of today.

Let me push the argument for a research partner a bit further.

In the first days of Title I, it was argued that a great reservoir of research knowledge was available in this great nation but was not being used, and we needed a program to put it into use. Now, we are aware of the short-comings of that belief. It is true that research knowledge abounds. We are receiving various coded systems which reference research projects, and they are very helpful. However, to interpret and to apply such research information to a localized problem situation results more often than not in not reaching our objectives. The missing step is that of applying the research component to assure absolute relevance.

Hopefully, by this time I have convinced you of the necessity for a research partner. Let's discuss, for a few minutes, several important supporting concepts which are important to making the partnership a workable and viable one.

It should be clear that I am arguing for a sounder knowledge base on the one hand, and a continuing linkage to maintain it on the other. Obviously, this raises the essential question of administrative organization and staff, which is an individual institution matter, but which also may be generalized into three alternative plans.

In Plan A, the project leader directs both the applied research and the subsequent educational activity. He may interchange roles as needed. The main advantage of this plan is the flexibility to change roles quickly and easily.

In Plan B, the project leadership is made up of two co-leaders--one for research and one for extended education. This plan has the advantage over Plan A of providing opportunity to maximize the capabilities of individuals and then relate one to the other.

In Plan C, administrative units are established for the separate functions but correlated in such a way that mutual dependence is assured. The main advantage of this plan is a

permanent arrangement which can meet the two needed criteria of a continuing and longer-time effort.

Obviously, these plans are only minimal statements of concept, and should provide an entering wedge into the development of a workable plan.

A second supporting concept appropriate to the research partner idea is what might be called the "success triangle." Referring again to the experience in agriculture, three-fourths of a century of experience has proven the value of the "success triangle." I would remind you that you learned in your high school geometry that a triangle is strength unto itself. The three supporting sides are named separately--research, education, and leadership. Old hat, perhaps, but essential to a successful experience in Title I. The three supporting sides are as strong in assuring success today as they were decades ago.

The leadership side is the difficult one for the typical faculty member. His inclinations lean to the consulting and advising role instead of a sustained relationship with community leaders to train and keep them interested in addressing themselves to the task of carrying through to action, which usually extends over long periods of time. This concept opts strongly for a permanent field staff to maintain the relationship with local leadership.

The third supporting concept deals with the sequence of activity for assuring success. At this point in the paper, we must assume that the Title I project is based upon research data already developed, or will be developed, leading to the project. The proposition is that a supporting research project should be conducted parallel and simultaneously with the action-type project. In other words, two parallel tracks--one research oriented and the other action oriented. At the termination of some time period, both the effectiveness of the Title I project and the new research knowledge would then be brought together. An evaluative analysis would be carried out, and adjustments made. The sequence would then begin all over again. We may call this the sequence of mutual interdependence between research and action. It should go on all the time; and, obviously, over a long period of time. Such sequential planning and subsequent adjustment seems ideal to me. It provides the needed flexibility for continual adjustment to a changing situation.

As a change of pace and a digression, I want to inject at this point a strong objection to the term "public service".

As educators, we should be alienated by use of the term. The dictionary provides many definitions. It uses the words help, use, benefit, administrative division, and others. Nowhere does it infer that service is an educational process, which is our forte. When a man services my refrigerator or car, I am no better informed about it than I was before, unless he teaches me what to do the next time a need occurs, or I am a close observer. Service, however, is justifiable as an educational tool. If calculated learning occurs, then it is education. Our job, it seems to me, is education and not service, unless we use the service approach as an educational method. Let us call our work "extended education in higher education".

A fourth supporting concept suggests that we should take smaller bites of the problem structure, stay longer with the problem, and exchange results. The applied researcher in the experiment station took a manageable part of a problem after he reviewed what other researchers had done on the same one and, after interpreting their findings, he formulated his hypothesis. We should follow the same principle in our Title I projects. If we adopt more rigor and discipline in our projects, the information yielded by such projects, when distributed to other Title I units, would be invaluable. Not only would our efforts at solving problems be helped, but we would be also developing a body of knowledge which would eventually go into college curriculums.

A fifth supporting concept which follows closely after the fourth is the development of a journal, independent but related to a coded system of state publications for reporting the findings of research and results of Title I projects. A journal, of necessity, provides limited space and, therefore, needs to be supplemented by a standardized coding system of state publications. The advantages of such a reporting system are all too obvious. Not only would project methodology and results be reported, but a basis would exist for evaluation of effort by our colleagues and standardization of methods by learning from each other. Naturally, such efforts would lead to nationwide or regional seminars on similar problem areas. Before long, we would have established a body of knowledge aimed at similar purposes and, when this occurs, curriculums would be adjusted to train men and women to be professional in the disjointed combination of roles we are trying to fill.

In coming forth with a proposal like this, one would be pleased if it was adopted immediately and put into action.

To expect such an event is unrealistic; yet, I would predict a losing game for Title I if something on the order as described here is not done. Many of us are involved; we have put in endless hours on it. We want, more than anything, a successful enterprise that will grow, flourish, and be of great service to our fellowmen. So, let us do something.

The proposal here is that we agree formally or informally that (1) an applied research component should be a prerequisite to and run concurrently with all Title I project activity; (2) that the sequence of periodic evaluation of the project be made to incorporate the new knowledge into it and then adjustments made; (3) that projects be expected to continue for a longer time; and (4) that the supporting concepts be studied, adapted, and implemented.

In contrast, what is happening is impact on a conglomerate of problems going in many directions with projects of minimal scope; manipulation by the exigencies of the political process; and lack of knowledge about our success or failure efforts.

I believe strongly in the work espoused by Title I funds. We now have several years of learning experience which should be used to effectively advance the original purposes, which are sound and needed.

Thank you.

SUGGESTED LIST OF ISSUES, QUESTIONS AND ALTERNATIVES
FOR DISCUSSION AT REGIONAL WORKSHOP-MEETINGS
OF TITLE I STATE ADMINISTRATORS

1. Items relating to the primary mission of Title I.

   a. What is the primary mission of Title I? Should it be strengthening institutional (college/university) capacity and interest in community service programs aimed at helping people solve problems? Or should it be community problem-solving utilizing college/university resources? Or could it be both, without losing sight of one or the other?

   b. Is there a unique and distinguishing feature to Title I as compared to other Federal programs which have used college and university resources?

   c. At present funding levels, should we be more concerned about solving problems or building institutional (college/university) capacity for community service? What if the minimum State grant were $500,000 or a million dollars? Should the amount make a difference in the mission of Title I?

   d. Should Title I deliberately try to foster change and/or improvement in community service programs within each participating institution? Should this be a pre-requisite for funding? Should each project proposal address itself to the question of how the project will improve the community service program of the institution involved as well as to the question of how the project will help people solve their problem?

2. Items relating to programming and administration.

   a. Shou d we continue developing "comprehensive, coordinated stat: ide plans?" Should this comprehensive plan be on how the S :ate proposes to strengthen and improve community service progr ms in institutions of higher educatio: so that they can help communities in solving the problems identified by the Stat : Agency? Or should the comprehensive plan be a description of .he problem and how the State Agency proposes to use Title I f nds to get colleges and universities involved in problem-solving? Or should the plan contain both the problems and the programs and how they are related?

   b. Should the State use funds, over and above its administrative funds, for Statewide planning purposes? Should program planning on an institutional level be funded under Title I? Should we fund projects aimed at getting the community and the college or university to develop a "comprehensive, coordinated, institution-wide plan" for community service?

c. Should community service research be made a more legitimate function of Title I?

d. Should States be limited to one or two major problem concerns? Or should it be open-ended and not restricted? Should each institution working with its community(ies) determine the problem areas they should solve or should the State continue the practice of identifying the problem areas and establishing priorities? Which is more effective in establishing viable relationship between institutions of higher education and their communities?

e. Should we establish national goals and/or national problem priorities? If so, who should be responsible for doing it?

f. Should we concentrate on urban America? Should we discontinue the "rural" in Title I?

g. Should the project approach be discontinued in favor of block program grants to institutions based on institutional plan for Community Service approved by the State Agency? Should we liberalize the funding of "community development" projects which do not necessarily have a specific, indentifiable problem to solve but instead propose to work with the community to identify problems which should be attacked?

h. Should we liberalize funding of projects which would establish an organization in institutions of higher education to conduct a variety of community service programs?

i. Should Title I have an "experiment station" such as Cooperative Extension has in its Agriculture Experiment Stations?

j. Should the number and/or type of participating institutions under Title I in each State be limited?

k. Should project evaluation be the responsibility of the State agency or the project institution? What evaluations criteria should be used and who should establish them?

l. Should Title I be used for such programs as Model Cities, urban observatory or others funded in larger amounts by the Federal Government?

m. Should Title I be used primarily for technical assistance, consultation and related activities? Should it be used primarily for courses, institutes or seminars?

n. Should Title I be used to fund projects or programs aimed at solving such community problems found within colleges and universities as discrimination in employment or problems created by higher education institutions such as displacement and dislocation of people when aquiring land and expanding facilities?

o. Is the variation among states, i.e., state agencies, structure, programs, et.al. a basic strength of Title I or is it a weakness? Should there be national "uniformity" of some kind? What should this be, if desirable?

p. Should the administration of Title I be with a higher education agency charged with Statewide responsibilities for higher education? Should the administration of Title I be with agencies with problem solving responsibilities?

3. Items Relating to Community Participation.

a. Should Title I insist that all projects be prepared by university personnel and community representatives? Should Title I projects be aimed primarily at strengthening local community institutions, both public and non-public, and helping them to improve their services and their capacity to solve problems? Should we fund projects that clearly place university personnel as problem-solvers rather than teachers of problem-solving?

b. Should we encourage participating institutions to establish an advisory council of university and community personnel to review projects before submission to the State Agency for funding?

SOUTHEASTERN REGIONAL COMMUNITY SERVICE CONFERENCE

TAMPA, FLORIDA
MARCH 12-14, 1969

Questions for Special Issues Workshops:

* SHOULD COMMUNITY SERVICE RESEARCH BE MADE A MORE LEGITIMATE FUNCTION OF TITLE I?

* TITLE I CONCERNS HIGHER EDUCATION PROGRAMS AND INSTITUTIONS. CAN THE BUREAU OF ADULT, VOCATIONAL AND LIBRARY PROGRAMS PROVIDE THE NECESSARY LEADERSHIP FOR THE FUTURE OR SHOULD IT BE SHIFTED TO THE BUREAU OF HIGHER EDUCATION?

* TITLE I EVALUATION PROCEDURES HAVE BEEN EXTREMELY HAPHAZARD. WITH THE LIMITED FUNDS AVAILABLE, WHAT IS A REALISTIC APPROACH TO THE PROBLEM OF EVALUATION?

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* TITLE I FUNDING HAS BEEN ON DEAD CENTER FOR TWO YEARS. THE APPROPRIATION WAS REDUCED ONE-HALF MILLION FOR FY 69 AND THE ADMINISTRATION'S BUDGET CONTINUES TITLE I FUNDING AT 9.5 MILLION. AT MARYLAND, IN OCTOBER, A SPECIAL PUBLICATION'S COMMITTEE WAS APPOINTED TO DEVELOP A TITLE I IMAGE BROCHURE. TO DATE, NOTHING HAS HAPPENED.

  WHAT APPROACHES CAN BE TAKEN TO INFLUENCE THE ADMINISTRATION AND THE NATION REGARDING TITLE I FUNDS?

SOUTHEASTERN REGIONAL COMMUNITY SERVICE CONFERENCE
TAMPA, FLORIDA
MARCH 12-14, 1969

Special Issues Workshop Recommendations:

1. That the NUEA Council on Extension study the proper place for Title I in the U. S. Office of Education.

2. That a list of successful projects be prepared by the U. S. Office of Education and be given wide circulation.

3. That the applied research concept presented by Ernest J. Nesius of the University of West Virginia be undertaken by a consortium of several states.

4. That the U. S. Office of Education appoint an Ad Hoc Committee from Title I Directors and Coordinators to prepare a plan for the evaluation of state programs and Community Service and Continuing Education projects.

5. That every effort be undertaken by all concerned to strengthen institutional competence and capability under the terms of the Act.

6. That further effort be made in extending higher educational teaching and research capabilities to urban problems.

7. That a continuing effort be made to advertise the significant contributions of the community service and continuing education program.

8. That the U. S. Office of Education establish a clearing house for community service information.

9. That efforts be made for quicker and more timely response to questions raised by the State Agencies.

10. Suggested names for the Title I Program:

    a. Project "TOTAL" --Title One Toward Adult Learning
    b. COMSERVE --Community Service
    c. CIP --Community Improvement Program
    d. CSP --Community Services Program
    e. --College-Community Educational Programs
    f. --Higher Education in Community Service
    g. CURE --Continuing Urban Research and Education

SOUTHEASTERN REGIONAL COMMUNITY SERVICE CONFERENCE
Tampa, Florida
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Maryland	Stanley Drazek Ann Brown
District of Columbia	Atlee Shidler
Virginia	Andre DePorry Allan Mickelson Robert Masden
West Virginia	Ernest Nesius Charles Samuels
Kentucky	James Y. McDonald Jon Groteluschen
North Carolina	E. Walton Jones Allen W. Rodeheffer
Tennessee	Nolen E. Bradley Paul R. Martin
Region III	
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Florida	Enrico A. Giordano Sidney S. Henry
Virgin Islands	John L. Joy Charlene Blackett
Puerto Rico	Antonio L. Ferre Luis E. Gonzalez Vale
Georgia	C. B. Lord George S. Brooks Donald L. Sutherland

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Alabama	Robert W. Springfield
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U. S. Office of Education	
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Director, Community Service and Continuing Education Programs	Pedro C. Sanchez
Program Officer	James T. Robison
Program Officer	John D. Adams
Program Analyst	Elizabeth Martin

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